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the ancient ones

a proposal for cultural resource
development and management
in southwest colorado

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1980THE ANCIENT ONES -- RESOURCES IN A
PROPOSED NATIONAL CONSERVATION AREA

In southwestern Colorado, 217,000 acres of BLM-managed public land contain the priceless remnants of an ancient civilization. The culture of the Anasazi (the ancient ones) crisscrossed the centuries from 500 to 1300 AD and is buried under the red soils of the area. With inventories less than half completed, 2,500 sites have been located and estimates run as high as 10,000 total, or an average of 35 sites per square mile.

Within this same area lie resources that meet the demands of a 20th century civilization. Great potential and economic value to the communities is represented by carbon-dioxide, oil and gas, grazing, uranium exploration and mining. Coal and associated power plants and electrical transmission lines and new recreation possibilities are all there -- each competing for priority.

Effective multiple use sustained yield management is the realistic keystone of success in meeting the mandates of the Federal Land Policy and Management Act of 1976 (FLPMA). That Act assigns to BLM the responsibility for continued recognition of the finite cultural resource values of this nation. It directs that they will be protected for their "scientific, historic, and archeological values". This fragile and non-renewable heritage is a legacy to the American people and to the scientific community. Both cultural and traditional resources have management parity under FLPMA.

Colorado BLM managers have creatively approached the challenge with a proposal for a National Conservation Area (NCA). Such a Congressional designation with proper funding would protect the abundance of cultural resources at the same time it recognizes the other needs and legitimate uses of the public lands.

The art, the drama and the mystery of the Anasazi have been savored and probed throughout the Southwest. A Jesuit Priest named Father Kino became the first European known to have seen the Casa Grande of Arizona in 1694. In 1776, Father Silvestre Velez de Escalante and Francisco Atanasio Dominguez, laboriously sought a trade route to California from Santa Fe. In August of that year, their precisely documented journal placed them on the site that later became public domain managed by the BLM. Father Escalante and his band of men appeared to have been in the virtual "eye" of an ancient culture, one that had a centuries-long occupation in the deep canyons and the ragged cliffs of the area whose centerpiece the Utes would name the Sacred Mountain.

It would be more than a hundred years before another pioneer would dismiss as a "mirage" the small city of rock and earth carefully mortared into the recesses of a large overhanging cliff. For three more years, Al Wetherill's "mirage" would stand a silent sentry over the cattle the family of five boys grazed in the valley below with the permission of the Indians. It would

remain for brother Charles and a friend to confirm that indeed there was a Cliff Palace at Mesa Verde. Later scientific research showed this area had been occupied by the Anasazi for less than one hundred years.

The history of the Anasazi goes on with fascinating intrigue about where they came from, where they went and why their rituals ranged from the magnificent to the macabre. The July-August 1979 issue of Colorado -- Rocky Mountain West published an excellent article, "In the Footsteps of the Anasazi" by Dick Fetter. It will answer many questions about the Anasazi and its pleasant reading. The scientific research that resulted in the ability to precisely date timbers in the pueblos and cliff dwellings; the Anasazi Time Chart; locations of prehistoric sites in the Southwest, and an intriguing conclusion -- it's all there. It captures the imagination and can carry you to the realization that the work of BLM will be directly involved with the classics and the conflicts of southwestern Colorado.

The "how" of BLM involvement includes the stabilization and management of the Lowry Ruins. It extends south and east to the Escalante Ruin site, named for Father Escalante and dedicated amid tumultuous local enthusiasm. It was the State of Colorado's only known true Bicentennial project and it was dedicated on August 13, 1976, exactly 200 years to the day after Father Escalante made his definitive journal entry. BLM involvement winds into the McClean and McElmo Canyons and it becomes a vital spoke in the curatorial process to mitigate the loss of artifacts amid economic development of the area. It is a 217,000 acre domain that can be managed as a National Conservation Area.

While there are three NCA's of other types in the United States, the Sacred Mountain Planning Unit is a new and unique proposal. It places emphasis on the high density of cultural resources that have major scientific significance.

Colorado BLM is taking this approach and proposing a Congressionally designated NCA for this region because of increasing demands for energy and other resources on public lands, and the potential for conflicts. The demands compete with the fragile and numerous Anasazi cultural resources present. A legislative designation could channel funds to BLM that will enable it to more efficiently manage the lands in the NCA under a multiple use and sustained yield concept. This would give the cultural resources the proper degree of protection.

Three federal agencies have on-going interrelated activities in the area; the Bureau of Land Management (BLM), Water and Power Resources Services (WPRS), U.S. Forest Service (USFS). A 3-way agreement among these agencies has been signed that will serve a broad range of public needs.

Federal agencies have worked together before, but this is a special case -- the biggest mutual effort ever undertaken by three federal agencies. The size

of the effort is evident when considering that BLM is working at developing the 217,000-acre NCA hinging on the internationally significant archeological wealth of the area; Water and Power Resources Services is well into development of its Congressionally approved Dolores Project (the McPhee Reservoir) which will impound water for irrigation purposes; and the Forest Service will manage the expanded recreation opportunities on lands immediately adjacent to the McPhee Reservoir.

With this broad range of activity, a new dimension in public participation appeared. Two nationally affiliated organizations, the Business and Professional Women (B&PW) and the Colorado Federation of Women's Clubs (CFWC) each adopted resolutions at statewide conferences to support the BLM proposal for a National Conservation Area. Acting on the resolution, local chapters of these organizations jointly sponsored public meetings at Cortez and Durango at which officials of the three agencies (BLM, WPRS, and USFS) participated and responded to citizen concerns.

The importance of the involvement of these women snaps into focus when it is realized one of their group travelled 75 miles through primitive areas to obtain signatures for a ten-year lease. She was later accompanied by a friend on a 435-mile journey to obtain signatures that would validate an amendment to the lease. Of course, that was in 1898, a scant 13 years after Al Wetherill's "mirage" at Mesa Verde. Two women travelling unescorted in primitive regions was rare indeed! One woman in the same situation in search of six Indian chiefs was mind-boggling. However, by 1901, all of the signatures had been secured and the agreements to set aside Mesa Verde National Park were ratified by Congress. There is today an inventory of 3,892 sites at Mesa Verde.

The meetings at Cortez and Durango demonstrated a continuation of the public input that began in 1971 when the Management Framework Plan was being developed. In that year, the communities told BLM to strengthen all multiple uses of the area as it looked at the economic base of the locality. Today, the public is equally responsive to the multiple use concepts available through the NCA.

Again, in 1976, when the Escalante Ruin excavation and stabilization was underway, BLM enjoyed strong community support and the Escalante Pageant on the site has become an annual festival tied closely to the cultural resources of the area.

The Anasazi Heritage Center, to be constructed by Water and Power Resources Services and managed by BLM, will be central to the NCA. The minimal facility will serve the immediate interpretive and curatorial needs associated with the archeological resource of Sacred Mountain, the developed site at Escalante, and the archeological salvage operation for the Dolores River project. Of extreme sociological importance, the Center will be for the benefit of the American public, maintaining a unique heritage in the area where it developed.

The Anasazi Heritage Center is a long term management commitment by BLM for proper protection and management of that archeological heritage. It will be a museum, cultural training center, and visitor center facility available for local uses, including the Escalante Pageant.

Aside from the public land aspect, and yet very much a part of local concerns, is rampant vandalism and pot hunting that harasses both private landowners, public land managers, and is costing the public in general thousands of dollars.

On public lands, pot hunting has resulted in 75 percent of the known sites being damaged to some degree. In addition, about 10 percent have been virtually destroyed. The skilled pot hunter digs only for Indian artifacts---bowls, dolls, tools -- and digs for profit. Priceless items become private collections and sometimes they are sold at handsome prices. The most efficient method for maximum retrieval of these treasures is to bring massive earthmoving equipment onto a site, dig as much as possible as quickly as possible, and get out before being apprehended. Profit motives override concern. Carelessness and sheer weight covers, mixes and crushes the centuries into oblivion as each bulldozer gouges many feet into antiquity.

On the other hand, trained archeologists, dedicated to scientific data retrieval, use paint brushes, dental picks, months of time and infinite patience to sift through the past, probing each inch of depth with the knowledge it can cover a whole generation in time.

An NCA designation would reinforce existing law enforcement authority as additional funding is made available. Beyond the law enforcement, general education of the public would occur as local pride develops a new respect for cultural resources.

Then too, there is the continuing battle against natural erosion. Important though they are, BLM does not intend to stabilize all of the 10,000 archeological sites. Most will remain in place, as is, and they will become a "safe deposit" for future study. Their value will be increasingly important a hundred years from now. Vital information contained in each site will be defined today and if "in place" preservation is not feasible, that important information will be extracted prior to the loss of the site.

The stage has been set, the public concerns for all of the archeological values in the Sacred Mountain Planning Unit are clearly stated. The economy of the area is dependent upon the wise management of its broad range of resources.

The need is there and the time is right for the emergence of a National Conservation Area that speaks to the accelerated potential for conflicts that occur with increasing demands for mineral development, say nothing of other uses of the public land. Multiple use sustained yield management must effectively combine the needs for mineral leasing and grazing; it must address the increasing emphasis of public use of the Dolores River and its cultural opportunities; and it must assure an intelligent management of watershed, wild-life and fisheries resources.

The public has demonstrated its willingness to support the proposal for the Anasazi NCA and the largest segment of politically motivated women in the state have begun an intensive legislative support program.

Illustrated on public lands owned by the State of New Mexico (BIA) in northern Colorado is one of the largest and most extensive archaeological plantations in the nation.

Recognition of the people and their culture of the ancient Anasazi and the treatment of the public lands for scientific, research, and use by the public has brought about numerous pieces of Federal legislation designed to protect and take advantage of the public lands resources within. There are yet additional needs of the unique area of the BIA national Anasazi National Monument. This is the first Federal region to be designated as a national monument other than the land and legislative use of the public lands.

Research has shown that the Anasazi and their development of the so-called "Anasazi" or "Anasazi" culture occurred in the Anasazi Valley below the Mesa Verde. The Anasazi and their culture at Mesa Verde represented a period of land from 100 years before, while for centuries, development of the region continued far beyond the Mesa Verde proper. These sites, including the area of the Mesa Verde, are scattered throughout BIA lands in Colorado, Utah, Arizona, and New Mexico.

It is significant that the heart of the Anasazi culture, during back 100 to 1500 A.D., is on the public lands. With Government land (BIA) now owned, there are 2,500 known sites and structures for completed excavations and studies as well as 10,000 or an average of 10 sites per square mile. Completed excavations conducted at Mesa Verde National Park (BIA) 1900-1950.

The BIA is directed by the Federal Land Policy and Management Act of 1976 to develop public land use planning that provides for multiple use and sustained yield. In the same act, BIA is required to continue the conservation of the cultural resources as a part of the management of this nation and directs that they will be protected for their scientific, historical, and archaeological values.

To ensure that the Anasazi people and the scientific community are the beneficiaries of this remarkable heritage, BIA proposes that the Anasazi National Monument be designated as a National Conservation Area.

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BUREAU OF LAND MANAGEMENT

COLORADO STATE OFFICE
ROOM 700, COLORADO STATE BANK BUILDING
1600 BROADWAY
DENVER, COLORADO 80202

Concentrated on public lands managed by the Bureau of Land Management (BLM) in southwestern Colorado is one of the largest and most extensive archeological discoveries in the nation.

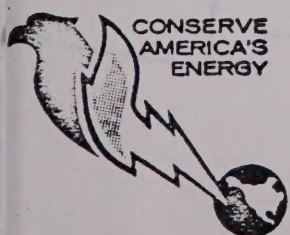
Recognition of the fragile and finite nature of the cultural resource and its inherent values for education, research, and use by the public has brought about numerous pieces of Federal legislation designed to protect and make available to the public these priceless remains. There are yet additional needs if the unique area of the BLM managed Sacred Mountain Planning Unit of the Four Corners region is to be protected without sacrificing other needed and legitimate uses of the public lands.

Research has shown that the historical core development of the so-called Anasazi (The Ancient Ones) culture occurred in the Montezuma Valley below the Mesa Verde. The spectacular cliff dwellings at Mesa Verde represented a period of less than 100 years' duration, while for centuries, occupation of the region extended far beyond the Mesa Verde proper. These sites, numbering in the tens of thousands are scattered throughout BLM lands in Colorado, Utah, Arizona, and New Mexico.

It is significant that the heart of the Anasazi culture, dating back 500 to 1300 A.D., is on the public lands. With inventories less than half completed, there are 2,500 known sites and estimates for completed inventories are running as high as 10,000 or an average of 35 sites per square mile. Completed inventories conducted at Mesa Verde National Park identified 3,892 sites.

The BLM is directed by the Federal Land Policy and Management Act of 1976 to develop public land use planning that provides for multiple use and sustained yield. In the same Act, BLM is required to continue its recognition of the cultural resources as a part of the resources of this nation and directs that they will be protected for their scientific, historic, and archeological values.

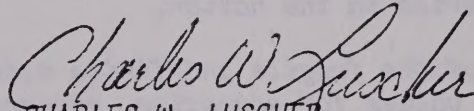
To assure that the American people and the scientific community are the beneficiaries of this nonrenewable heritage, BLM proposes that the Sacred Mountain Area be designated as a National Conservation Area.

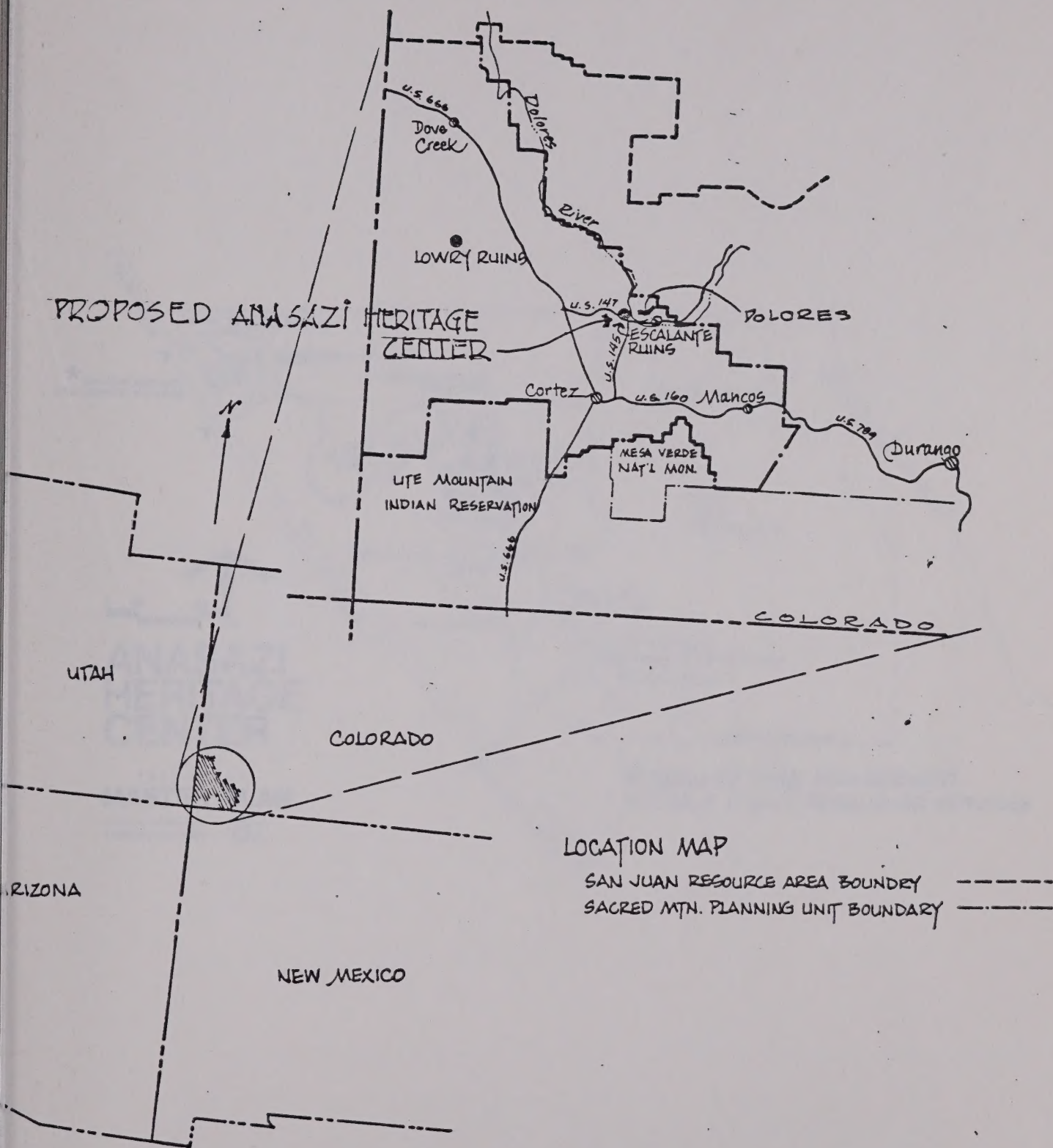


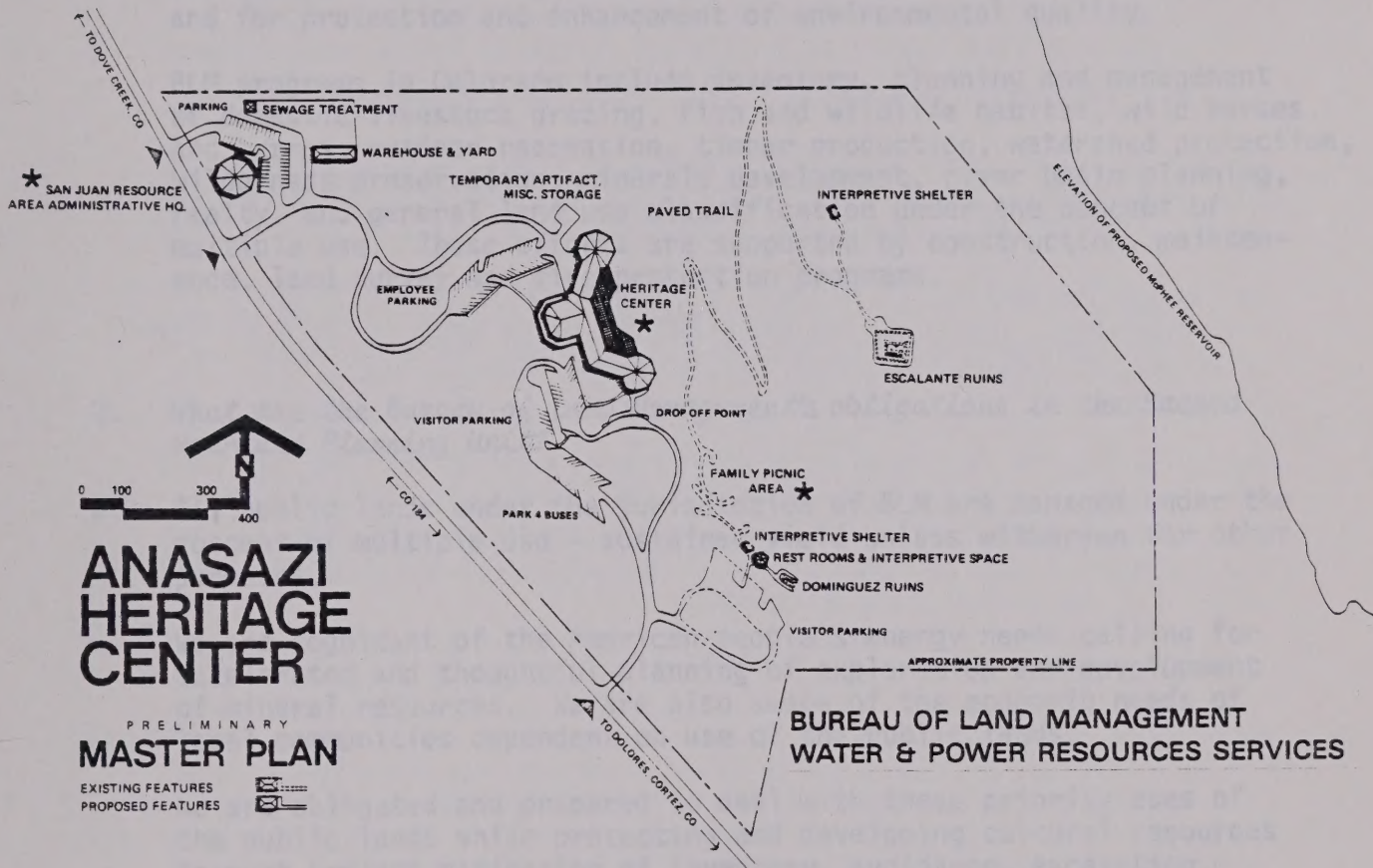
Save Energy and You Serve America!

We have attempted, in a question and answer format, to explain why we have reached this conclusion, why additional legislation is needed, and why it is imperative for funding to intensify the protection and long-term management plans for this vast 217,000 acres of public lands.

The area's needs and BLM's approach to orderly development of the resources were recognized in President Carter's energy message to the nation on July 15, 1979 when he said, "We will protect our environment. But when this nation critically needs a refinery, or a pipeline, we will build it."


CHARLES W. LUSCHER
Acting State Director





QUESTIONS AND ANSWERS

- Q. *Who is the Bureau of Land Management (BLM) in Colorado and what are their responsibilities in managing the public lands?*
- A. Through the Colorado State Office in Denver, and district offices in Canon City, Craig, Grand Junction and Montrose, the Bureau of Land Management has the responsibility for managing 7,996,260 surface acres of public lands and 42,000,000 subsurface acres of Federally-owned mineral estate within the State of Colorado. The basic mission of BLM is to manage for the public good, all the lands and resources for which it is responsible to provide maximum public benefit, both currently and in the future. This is accomplished through multiple use management with full consideration for good conservation practices and for protection and enhancement of environmental quality.

BLM programs in Colorado include inventory, planning and management of domestic livestock grazing, fish and wildlife habitat, wild horses and burros, outdoor recreation, timber production, watershed protection, wilderness preservation, minerals development, river basin planning, realty, and general land use classification under the concept of multiple use. These efforts are supported by construction, maintenance, land survey and fire protection programs.

- Q. *What are the Bureau of Land Management's obligations in the Sacred Mountain Planning Unit?*
- A. All public lands under the jurisdiction of BLM are managed under the concept of multiple use - sustained yield unless withdrawn for other purposes.

We are cognizant of the American people's energy needs calling for accelerated and thoughtful planning of exploration and development of mineral resources. We are also aware of the economic needs of local communities dependent on use of the public lands.

We are obligated and prepared to deal with these priority uses of the public lands while protecting and developing cultural resources through project mitigation of inventory, avoidance, excavation, storage, study, and curation.

These are all workable aspects of sound multiple use planning.

- Q. *How can the Bureau of Land Management meet these divergent obligations?*
- A. Through designation of a National Conservation Area (NCA). An NCA insures long term management which utilizes and develops all resources as fully as possible without endangering the fragile, nonrenewable cultural resources.
(Answer Continued Next Page)

With appropriate legislation and funding the NCA designation is almost "too good to be true" because it offers something for everyone. Intensive management would provide a balance between development and preservation. An NCA is nonrestrictive and a good economic package in an area historically affected by unemployment.

Q. *What is a National Conservation Area?*

A. In this instance, it is a nationally significant area in need of recognition by formal designation and necessary funding to facilitate total multiple-use management. (See Appendices - Director Frank Gregg's remarks)

Q. *Why is a National Conservation Area proposal timely now?*

A. An NCA is timely for the Sacred Mountain Planning Unit because of the accelerated potential for conflicts that occur with increasing demands for mineral development and other uses of the public lands.

While the archeological values in the Sacred Mountain Planning Unit are important, the planning unit and resource area contain a number of other important resources requiring an equally high level of management.

Resource use in the form of minerals and grazing are the two most active uses presently occurring. Other considerations include recreation, (which will receive increasing emphasis as the public increases its use of the Dolores River and cultural opportunities) wildlife, watershed, and fisheries.

Q. *What lands will the National Conservation Area designation encompass?*

A. The Sacred Mountain Planning Unit of the San Juan Resource Area is essentially the area that will become the NCA. This area is basically 217,000 acres of public lands.

This designation does not affect interspersed private lands.

Q. *Are there other National Conservation Areas having the scope of the proposed Sacred Mountain NCA?*

A. There are three NCA's of other types in the United States but there is no other NCA proposal which incorporates multiple use management, management of the archeological values, and the development of the Anasazi Heritage Center. This will be the first NCA to place emphasis on cultural resources of high density and major scientific significance. This new and unique proposal will emphasize those internationally significant cultural resources while allowing for positive multiple use management.

Q. *What is now happening in the area of the proposed Sacred Mountain NCA?*

A. Mobil and Shell oil companies plan to drill up to 150 wells on their existing oil and gas leases to extract CO₂. A 500-mile pipeline is planned to move the CO₂ to Texas where injection of the carbon dioxide into old Texas oil wells is expected to produce 280 million additional barrels of oil.

There are, in addition to the carbon dioxide development, three producing oil and gas fields with more O&G activity on the upswing, three major firms actively seeking uranium production, and while coal leasing is only on intermingled private lands at this time, there is potential on public lands. Also, there is a proposal for construction of a coal-fired electrical generation plant which is under study.

Two archeological sites have been developed by BLM. Lowry in 1967 and Escalante Dominguez Ruins in 1976. Both are on the National Register of Historic Places. Tourism is a major activity of the area and Lowry and Escalante, lying at slightly lower elevation than Mesa Verde, have already assisted in relieving over use of visitor capacity at the Park and accomodating the cultural experience for visitors when inclement weather conditions curtail access to the Park facilities.

Q. *Has and is industry cooperating in protecting the nonrenewable cultural resources of the area?*

A. Yes, an example is that early in the exploratory planning of a major impact, BLM was consulted and full details of the project plans were explained by industry.

Working with BLM and the Department of Anthropology at the University of Colorado, Shell Oil Company and its consultants developed a predictive model showing identified known sites where the Anasazi lived, farmed, and hunted and keyed this data into the computer along with geographical factors such as the proximity to streams or the direction the site faces. Having this information and the topography of Shell's entire lease holdings, the computer could predict other areas likely to have cultural resource sites which should be avoided in planning well and pipeline locations.

Wells and facilities were laid out to minimize not only interference with possible archeological sites, but to minimize disturbance to national forest lands containing the scenic Dolores River.

Q. *How will the NCA affect the proposed CO₂ project?*

A. The NCA designation will facilitate the CO₂ development because the legislation that designated the NCA will authorize BLM funding to properly manage the cultural resources and minimize conflicts.

Q. *Does the Bureau of Land Management intend to develop or stabilize all of the estimated 10,000 archeological sites?*

A. No, management plans for this area are designed to assure protection of the undisturbed sites, most of which remain in place, as is -- figuratively speaking -- they will be in a "safe deposit" for future study. They will become increasingly important a hundred years from now.

The important information contained in each site will be defined and if in place preservation becomes impossible, that important information will be extracted prior to loss of the site.

Q. *Why do these archeological sites need protection and stabilization?*

A. Many of these sites are deteriorating through natural erosion as well as vandalism, to such a degree that the sites, if not protected and stabilized, will lose all scientific and interpretive value.

Out of the known number of sites, approximately 75 percent have been damaged by pot hunting to one degree or another. About 10 percent have been heavily vandalized (virtually destroyed).

The vandalism problem is complex. Most of the digging is done with shovels and bulldozers to dig up as much as possible as quickly as possible. With this careless handling, many valuable items and most information are lost and crushed and that which is left is mixed beyond reconstruction.

A trained archeologist will use paint brushes, dental picks, and months of time to sift through an area in an effort to understand what went on and the people who lived there. An inch of depth may cover a generation of time. A bulldozer, digging feet at a time, will cover, mix, and crush years in a gulp.

Our understanding of bygone eras and peoples is left incomplete and often inaccurate, and many stories are never told because of the people who dig without permission and without knowledge.

(Answer Continued Next Page)

The pot hunters dig only for Indian artifacts - bowls, dolls, tools - sometimes keeping them for their private collections; sometimes selling them for handsome profits while the archeologist excavates for knowledge and in order to provide the general public with museums and the story and lessons of the past.

Q. *What has happened to the artifacts removed from the public lands?*

A. Literally hundreds of thousands of artifacts have been excavated from public lands in southwestern Colorado. These artifacts are located in institutions from Europe to the warehouse at the San Juan Resource Area Office. Exhibits of Anasazi lore from southwestern Colorado can be found in every major museum in this country.

At present, most collections are housed in state or privately supported facilities. Most state facilities are at capacity and are refusing to accept additional material or wish to return it to Federal responsibility.

The Smithsonian Institution is the only facility officially available to either the BLM or Water and Power Resources Services. This would involve the loss of the material from the local area from which it was taken and severely limits the ability of the public or researchers to view and utilize the material and make it available to the general public. Furthermore, the costs of shipping and packing such fragile material is very high.

Completion of the Anasazi Heritage Center offers the opportunity that many of the more unique artifacts from this area could "come home" to be displayed for public viewing in their natural environment.

Q. *What is the solution?*

A. The Anasazi Heritage Center.

As presently envisioned, a minimal facility would be constructed to serve the immediate interpretive and curatorial needs associated with the archeological resource of Sacred Mountain, the developed site at Escalante and the archeological salvage operation for the Dolores River project. The facility would be constructed by Water and Power Resources Services and managed by BLM.

A facility at Escalante would assist in the following:

A location where field processing and analysis can take place during excavation.

An adequate place where artifact material can be permanently stored - preferably in the geographic area that the objects were taken from.

An opportunity to present the results, both in terms of information gained and objects recovered, to the public in the form of an interpretive center.

In total, the center concept represents a museum, cultural training center, and visitor center facility. It will also be available for local use as long as the use is nonprofit and public oriented.

Q. *Where will the Anasazi Heritage Center be built?*

A. It will be built on public lands about 3 miles west of Dolores, Colorado. The site is on the same tract that contains the Dominguez and Escalante Ruins. The tract is adjacent to Colorado Highway 184 and the proposed McPhee Reservoir.

The site offers a spectacular panoramic view of the Anasazi region that reaches into four states. In addition, it is an ideal location to interpret both the site itself and the entire Anasazi region.

Q. *What office would provide the management for the National Conservation Area?*

A. The BLM will manage the NCA from the San Juan Area Office located in the Federal Building at Durango. Supervision and management will be improved when the San Juan Resource Area headquarters are moved from that location to new facilities to be constructed at the Dominguez-Escalante ruin site near the planned Anasazi Heritage Center. The proposed NCA legislation will authorize BLM funding.

Q. *What is Water and Power Resources Services' Dolores Project?*

A. Water and Power Resources Services is building a dam on the Dolores River to impound water for irrigation purposes. The resultant McPhee Reservoir with its associated wildlife mitigation lands will be managed by the U.S. Forest Service. The area will be a major water recreation use area. In addition, a major program for the excavation and mitigation of cultural resources affected by the construction project is currently under way by contract to the University of Colorado.

Q. *What is the relationship of the Dolores archeological project and the proposed Anasazi Heritage Center?*

A. The Dolores archeological project represents Water and Power Resources Services' (WPRS) fulfilling of its responsibilities to protect and preserve archeological information which would otherwise be lost in construction of the McPhee Dam and related facilities.

The proposed Anasazi Heritage Center represents a long-term management commitment by BLM and WPRS for proper protection and use of our nation's archeological heritage for the benefit of the American public.

A comprehensive, balanced, and coordinated plan of land use, for development and management of the area is underway. This plan is based on inventory and evaluation of the available resources and requirements for all resources and on the topography and other features of the area.

- Q. *Where will the funding come from for the Anasazi Heritage Center building?*
- A. The Memorandum of Understanding between the BLM and WPRS states that WPRS will build the Anasazi Heritage Center and BLM will fund operation of the facility. WPRS has stated, as a part of the Dolores archeological mitigation program package, that they will seek funding from Congress to build the facility, and HR 5751 has passed the House.
- Q. *How does the proposed National Conservation Area relate to the proposed Dolores Wild and Scenic River?*
- A. The pending decision from Congress on the proposed Wild and Scenic River designation will not affect the multiple uses that can occur within the NCA. The river would be managed accordingly, regardless of Congress' decision, as would the NCA.
- Q. *What will research tell us?*
- A. Recent archeological finds here lead us to believe the Ancient Ones (The Anasazi Indian Culture) left mute evidence which could unlock the mysteries of their disappearance and provide forecasts for our own future.
- Q. *What does the area look like?*
- A. Overall the San Juan Resource Area is canyon-cut pinon-juniper tablelands.

The Dominguez-Escalante Ruin is - a ruin with a view. From the hilltop the scenic river canyon is to the north and east; Mesa Verde is to the south and the expanse of the Montezuma Valley is to the west. On the horizons are Sleeping Ute Mountain at Cortez and the La Sal and Blue Mountain Ranges near the Utah border.

Escalante Ruin is rectangular, measuring 104 feet long (east to west) and 83 feet wide (north to south). Excavators found 35 rooms plus the 28-foot oversized kiva. The walls are constructed with stones of similar size and shape placed in horizontal rows and alternated with a band of smaller stones called spalls. Rooms surrounding the kiva make up the bulk of the pueblo, some being used for storage and some for living.

Q. *What legislative guidelines exist for protection of cultural resources?*

A. What cultural resources should be saved, and the role of the Federal government in saving them, is contained in numerous laws and executive orders. Some of these are the Antiquities Act of 1906, the Historic Sites Act of 1935, the Reservoir Salvage Act of 1960, the Department of Transportation Act of 1966, and the National Environmental Policy Act of 1969. Two documents in particular, however, stand out as the most meaningful and consequential declarations of national policy. One is the National Historic Preservation Act of 1966. The other is Executive Order 11593 of 1971 entitled, "Protection and Enhancement of the Cultural Environment.

The Archeological and Historic Data Preservation Act of 1974 (Moss-Bennett Bill) authorizes Federal agencies to expend up to 1 percent of construction money to recover archeological data threatened by any public works.

The Federal Land Policy and Management Act of 1976 has directed the Bureau of Land Management to manage the land in a manner that will protect scientific, historic, and archeological values.

The Archeological Resources Protection Act, P.L. 96-95, was enacted on October 31, 1979. This Act strengthens the policy of the government to protect archeological resources and sites on public lands. It provides stiff penalties to those found guilty of excavating, removing, transporting, or selling these resources without a permit. Public Law 96-95 provides the Bureau a strong legal position from which to curtail the illegal removal and excavation of cultural resources from public lands.

Q. *Where is it defined what parts of our heritage should be saved?*

A. In directing the maintenance and expansion of a National Register of Historic Places, the National Historic Preservation Act addressed the question of what should be saved.

It states, "Landmarks of value to a community merit national attention as well as those of significance to the entire nation."

The purposes of the Federal historic preservation effort today are an expression of the diverse motives underlying the nationwide historic preservation movement. The traditional motives were patriotic, inspirational, and educational. They date from the origins of the preservation movement in the 19th century and received national sanction from the Historic Sites Act of 1935.

These motives focus on landmarks significant for their association with people and events of the past. More recent is this motive of adding to our store of knowledge about the past, human behavior and man/land relationships. Programs for the recovery of archeological data threatened with destruction by public works symbolize this goal.

Q. *Does the National Register define responsibility of the Federal Government?*

A. Yes, the Federal government has three distinct sets of responsibilities in the preservation of national heritage.

First is the responsibility to care for cultural properties managed by the Federal government for public benefit.

Second is the responsibility to insure that no action of the Federal government harms what should be saved unless it is clearly in the public interest.

Third and final responsibility is to help state and local authorities and the private sector preserve places listed in the National Register.

Q. *Are there any potential wilderness areas within the boundaries of the proposed National Conservation Area?*

A. BLM is required by Section 603 of the Federal Land Policy and Management Act of 1976 to conduct an inventory to identify all BLM-administered lands having wilderness characteristics (as defined by the 1964 Wilderness Act) and to make recommendations to the President and Congress as to whether these lands should be designated as "Wilderness Areas."

In August 1979, BLM identified eight areas within the proposed NCA as subject to intensive wilderness inventory, i.e., these areas are roadless, greater than 5000 acres in size or adjacent to an existing wilderness area, and essentially natural in character. BLM's intensive wilderness inventory field work to determine the presence or absence of actual wilderness characteristics, i.e., naturalness and outstanding opportunities for primitive recreation or solitude, was completed in the summer of 1979. The intensive wilderness inventory resulted in a recommendation that five of the areas do have wilderness characteristics and that three do not. This recommendation was reviewed by the public during a 90-day period from February 1, 1980 to April 30, 1980. A final decision on the eight areas is expected to be issued in November 1980. Areas found to contain wilderness characteristics will become Wilderness Study Areas (WSAs). (Answer Continued Next Page)

Recommendations to the President and Congress as to whether each WSA should be or should not be designated a "Wilderness Area" will be made through the BLM multiple use planning system. Each WSA will be reported on and the final decision made by Congress.

Until Congress acts, all WSAs will be managed to insure that their wilderness characteristics are protected and not destroyed.

Wilderness is another resource that is compatible with the proposed National Conservation Area and multiple use planning efforts.

Q. *Is the BLM "competing" with other agencies for management of this cultural resource?*

A. No, BLM efforts are geared to cooperation and in fact, to compliment the outstanding work already carried out by the National Park Service and the Ute Indians. This is another reason for the NCA. This type management will assure sufficient flexibility to blend BLM cultural resource management with any other in the area -- state, private or federal.

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"Resolving Multiple Use Conflicts in Public Land Management:
The Opportunities and Limitations of
The National Conservation Area Concept"

Frank Gregg, Director
Bureau of Land Management

Introduction

As the Nation strives to meet the demands of the 1980's--for energy in all forms, for food and fiber, for strategic minerals, for building materials, and for recreation and solitude in an increasingly urban society--public attention will focus as never before on the public lands managed by the Secretary of the Interior through the Bureau of Land Management. As demands increase, it is axiomatic that conflict among those competing interests will increase.

This paper will examine the concept of the Congressionally-authorized National Conservation Area as one vehicle for various publics, state and local governments, and executive and legislative branches of the Federal government to seek agreement on management of specific public land areas--or, conceivably, for all public lands.

Conflict in public land management is by no means a new phenomenon.

The question of what to do with the public domain plagued the

Continental Congress and simply grew steadily as the demands on these lands increased. During roughly the last 150 years literally hundreds of piecemeal and often conflicting or overlapping laws were passed governing the use of the public lands.

On August 23, 1963, the Public Lands Subcommittee of the then Committee on Interior and Insular Affairs issued a committee report entitled "The Public Lands-Background Information on the Operation of the Present Public Land Laws", which reviewed existing bills and identified the critical problems in the management of public land resources and values. A year later the 88th Congress passed and President Kennedy signed laws establishing the Public Land Law Review Commission, the Classification and Multiple Use Act and the Public Sales Act on September 19, 1964. The Public Land Law Review Commission published the report of their investigations of public land laws and management on June 20, 1970. This landmark report spurred several Congressional proposals dealing with management, retention and disposal of public lands. Finally, on October 21, 1976, after over a decade of intense debate, the Federal Land Policy and Management Act--FLPMA--was enacted. Besides establishing a definitive multiple use-sustained yield land management charter for BLM, and consolidating or repealing some 3000 public land laws, FLPMA also contained provisions for two National Conservation Areas--King Range and the California Desert. Indeed, we will see, the conceptual basis for the NCA's referred to in FLPMA were being refined long before the Act was passed.

The President gave additional guidance to the Interior Department and the Bureau of Land Management last year in his second Environmental Message. The President specified four key principles of public land management:

1. manage public lands to find the best balance of uses to assure that resources are available to meet the Nation's needs and to protect environmental values;
2. ensure that those people affected by management decisions are involved in making them, with special concern for the people and institutions of the Western States that are most affected;
3. resolve conflicts among competing land uses in a spirit of cooperation and trust to make--not avoid--tough decisions on the allocation of the valued resources;
4. give special attention to protecting areas of Bureau of Land Management (BLM) administered lands with nationally significant resources.

This last principle, and the specific language in FLPMA, indicate clear Congressional and Executive blessing for special protection and management for places or resources of extraordinary national significance on the public lands. The National Conservation Area concept is one option available to the Bureau in responding to this opportunity.

The NCA Concept

Background

The concept of National Conservation Areas pre-dates FLPMA by over a decade, but its refinement has taken place during the period that led to and has followed this historic act. In fact, the development of NCA concept paralleled the development of FLPMA--indeed involved many of the same people--and represents two approaches to the same end: achieving multiple use management of public land resources, but with a different span of geographic attention.

People interested in BLM have been concerned over the lack of "names and boundaries" for the public lands for years. The National Parks and National Forests are well defined in the public consciousness even of though some/those boundaries enclose less than 50 percent Federal land. But BLM-administered lands have seldom had this form of identity--or the more specific Congressional attention and direction that can be provided for names and delineated areas.

The lack of such definition is not always a problem. Since most BLM lands lack such identity, Congressional direction and Departmental regulations have to be more general, leaving more room for the use of discretion and judgment by on-the-ground managers. That provides for somewhat greater sensitivity to differing local conditions--a point I will return to later. Also, without defined boundaries, the general public does not view the public lands as a target area for general recreational activity. This results in less competition with those public land users who have permits or other authorization for sustained use of specific public land areas. If you are a livestock operator this is a distinct advantage; if you are searching for recreation opportunities it is a distinct disadvantage.

In the early 1960's, the Bureau made its first effort to define specific areas and give them names and specific boundaries. At that time the Bureau staff identified about 100 million acres, nearly 60 percent of the public land in the lower Western States, which could be enclosed within defined boundaries. In 1964, the Bureau's Director was thinking

seriously of designating these consolidated areas with names and boundaries (the title chosen could well have been, but was not, "national conservation areas") and using them as a centerpiece of public land management. Two things happened that cancelled his plans:

1. There was strong opposition from within the Bureau. The staff were worried that the more scattered land outside such designated areas, some of which had higher public values, would receive lower priority for investment and management.
2. The Classification and Multiple Use Act was passed--which required the Bureau to classify all public lands for retention, in Federal ownership and multiple-use management, or for disposal.

Accordingly, the Bureau began a multiple-use planning program for all the public lands, and special designations were limited to small areas where certain values were to be featured, such as "recreation lands" and "resource conservation areas."

This same period, of course, saw a proliferation of "National" designations for special areas, particularly in the recreational field (National Recreation Areas, Scenic Rivers, etc.) and the idea of Congressional designation of specific public land areas for heightened multiple-use management attention began to surface. The first such national area to be so featured was the King Range National Conservation Area in California established on October 21, 1970. At least in part, establishment of the King Range NCA was a political maneuver designed to bring national attention and support to a specific area without first dealing with the morass of confusion about public policy which existed for public lands in general prior to the passage of FLPMA.

Thus, by 1976, the Bureau found itself faced not only with a general mandate for all BLM lands (FLPMA) but also legislative direction for two

specific National Conservation Areas (King Range and the California Desert). Both concepts had arisen over the same period of time, paralleled each other during the legislative processes, and had similar ideas for multiple-use management. Differences lay in general versus specific geographical application.

Once armed with FLPMA, which finally gave BLM a firm charter for retention and multiple-use management, BLM was uncertain about further NCA designation. On the one hand, special Congressional attention and decision was appreciated. On the other hand, the Bureau was afraid that indiscriminate designation of specific areas would "high grade" some areas of the public lands, leaving the balance that much harder to manage and defend for appropriations.

During December 1979, Congressional oversight committee hearings on the public lands, I was questioned by Congressman Clausen as to how I saw the conservation area concept and how it fitted into FLPMA. I responded that we felt a definite commitment for the King Range and California Desert NCA's, and that certain areas of natural resources in the West, either because of their intrinsic value or demands for them, called for some special designation. That is, some special designation providing nationwide public recognition and affording Congress the opportunity to specify management for specific areas of real estate. I stated:

"You will find where there is intense public interest, where having a special designation and a special management system over a large tract of land is called for, we (BLM) may handle a number of these for your (Congress) consideration over the next few years."

To an extent, the NCA concept is still a matter of political strategy. It provides a badly needed alternative to the two existing forms of

of the Bay area's population centers. Wildlife include seals, sea lions, and many marine birds along the Coast; blacktail deer, valley quail, blue grouse, black bear, and spotted owls in the interior uplands; and salmon, steelhead, river otter, and osprey in and along the 60 miles of rivers and streams. These values, plus the area's fragile soils, high Douglas fir timber values, and the growing demand for recreational use certainly warranted national recognition.

As expected, the tremendous variety of resource values in the King Range and its proximity to a major urban area provided a classic formula for conflict. Resolution of these conflicts points out one of the key merits an NCA can provide, as illustrated by the following example: During the many public meetings which preceded BLM's issuance of a management plan and environmental impact statement in May 1974, off-road vehicle use of the King Range beach was the sharpest issue of public controversy. Hikers and conservation groups felt the entire 26 miles of beach, available for such use, should be closed to protect marine animals inhabiting the offshore rocks and tide pools and the primitive ecosystem of the beach itself. Off-road vehicle groups were equally adamant about their rights to the beach and felt that its closure would be unwarranted and discriminatory. The conflict was resolved only after extensive public meetings and discussion. As a result 23 miles of the most pristine beach area were closed to off-road vehicle use, while three miles of the most heavily used portion were kept open to travel. In addition, the closed area could be used by authorized personnel in cases of emergency.

Federal land management--the broad multiple use mandate followed by BLM for the public lands and now mandated in FLPMA, and the narrow and largely outdated technique of reserving substantial parcels of Federal land for a single use (national parks, recreation areas, wildlife refuges, and so forth). The NCA, therefore, has the advantage of providing focused attention and support for a special place that the general public land management system in FLPMA cannot, without resorting to the rather extreme measures involved in a single-use designation.

To date, two National Conservation Areas have been created and three more have been proposed. Each is clearly an effort at finding ways of resolving sharply conflicting use demands in nationally significant areas. At the same time, there are subtle differences, particularly between those that already exist and those that are proposed.

Existing NCA's

King Range

Coincidentally, this year's AAAS meeting in San Francisco is only 230 miles south and a 4½ hour drive from the Nation's first National Conservation Area, the King Range. As I mentioned before, this pilot NCA was established in 1970. It includes over 41,325 acres of public lands along northern California's coast range, an area of spectacular scenery, 30 miles of sandy beach with driftwood and beautiful tide pools, clear rivers and streams, and many recreation opportunities within easy access

Two excerpts from the basic language of the King Range Act demonstrate some basic elements of the first NCA that have evolved to other areas.

These are:

1. To consolidate and manage the public lands in the area with the purpose of conserving and developing, for the people of the United States, the lands and other resources under a program of multiple use and sustained yield.
2. To utilize and develop the resources in such a manner as to satisfy all legitimate requirements for the available resources as fully as possible without undue denial of any of such requirements and without undue impairment of any of the resources, taking into consideration total requirement and total availabilities of resources, irrespective of ownership or location.

The King Range legislation also set forth one very important facet that has appeared in other NCA's--a separate funding authorization specific to that area.

California Desert

The second of BIM's National Conservation Areas, the California Desert, was established by Section 601 of FLPMA itself. The purpose of Section 601 was to provide for the immediate and future protection and administration of some 25 million acres of public lands in the California Desert, within the framework of multiple use, sustained yield and maintenance of environmental quality. The Act also required the Bureau to submit a formal plan for the Desert to Congress by October 1, 1980--less than one year from now.

The Desert plan will address a staggering number of resource values and uses, including:

- Geothermal steam, solar energy, and mineral production (expected to exceed \$300 million annually by 1980);
- Over 1,500 species of flowering plants, of which some 130 species appear listed as rare, threatened or endangered;
- Some 27 different recreational activities, including motor-cycling, hanggliding, sand sailing, dune bugging, for an estimated recreational use of 14 million visitor days annually; and
- Unique wildlife species, such as the desert bighorn sheep, desert tortoise, and desert fish found nowhere else on earth.

Planning for the California Desert NCA, like the King Range, emphasizes public involvement and adds something new--a 15 citizen advisory committee.

The California Desert NCA differs from the King Range primarily because of its size--25% of the total land area of California--and because it contains extensive private land inholdings. Thus it has somewhat less precise an identity and boundary than King Range. However, because it is so intensively used, it has exceptionally high visibility in California.

Proposed NCA's

The Bureau has proposed three additional National Conservation Areas. Again, each focuses attention on specific areas of land and addresses the basic points of President Carter's Environmental Message that I mentioned in my introduction.

Anasazi NCA

The BLM's newest NCA proposal will provide special management attention to 217,000 acres of public land in Colorado that encompass an estimated

10,000 archeological sites from the Anasazi Indian culture, a relatively advanced agricultural society that flourished between 500-1300 A.D. The proposed NCA designation in this case is designed to protect and perpetuate a unique cultural resource while ensuring long term use and development of such other national resource values as oil and gas, CO₂, coal, and uranium, grazing and other uses. Managing the Anasazi area will be the biggest mutual effort yet undertaken by three Federal agencies--BLM, U.S. Forest Service and the Water and Power Resources Service (formerly called the Bureau of Reclamation). It is supported by the State of Colorado, county commissioners, local chambers of commerce and at least two nationally affiliated women's public interest groups. The Anasazi NCA is a good example of how the Federal government can serve as a "good neighbor" in managing the public lands and involving people and local institutions in management decisions.

Birds of Prey NCA

In 1971, the Secretary of the Interior created the Snake River Birds of Prey Natural Area in Idaho. It applied a protective withdrawal along 33 miles of the Snake River Canyon and 26,000 acres of public lands to preserve and protect the world's densest nesting populations of 13 species of raptors. The new NCA proposal, scheduled to be submitted to Congress by the Secretary in the near future, would extend the area's coverage to 81 miles of river and 515,620 acres of public lands for management of the entire birds of prey ecosystem. This follows a 1977 Secretarial

order suspending any actions on the public lands that would alter the raptors' prey base and habitat while BLM conducted the most extensive study of raptor habitat requirements ever undertaken to determine scientifically the limits of the raptor ecosystem. But while the new proposal insures protection of this remarkable wildlife habitat, it also provides, like the Anasazi NCA, for a considerable variety of other public land uses, including livestock grazing, mining, hunting and fishing.

Western Arctic NCA

The latest proposal is the Western Arctic NCA, designed to provide for the exploration and development of oil and gas in that part of Alaska formerly known as the National Petroleum Reserve-Alaska. True to the other NCA proposals, however, it also is designed to assure the conservation and wise use of the rich surface values and resources of the area.

More specifically, the proposal:

- provides an opportunity for effective participation by the State of Alaska and affiliated local governments, organizations and individuals in the development and implementation of plans and regulations for the area;
- establishes an advisory committee;
- follows the guidelines of the Naval Petroleum Reserves Production Act of 1976;
- protects opportunities for continued subsistence activities by Alaska Natives; and
- establishes a bidding system for oil and gas and general guidelines for their leasing to enhance safety, encourage efficient management, assure diligence and production by the

lessee and promote the conservation of surface resources. In addition, oil and gas operations may be suspended, modified, or even cancelled if the Secretary determines it to be necessary to protect resource values in the area.

Each of these National Conservation Areas--both existing and proposed--offer a unique management solution to conflicting demands on areas of the public lands easily identifiable because of their size, insularity, or extraordinary national values.

The Future of NCA's--Opportunities and Limitations

It is obvious that the National Conservation Area concept provides one way to meet the direction given us in the President's Environmental Message to manage "special places" on the public lands, although more often than not other designations with stronger statutory bases--wilderness and areas of critical environmental concern--will be used for these purposes. The NCA is more usefully evaluated as a way of focusing attention--and the prospect of more secure funding--on specific land areas within a multiple-use context, as compared to the prospect of management under the general legislative authority of FLPMA. NCA's are a tempting and potentially valuable management tool because they can provide:

1. Congressional attention and direction--and therefore greater public visibility--for resources of national significance;
2. Defined boundaries for specific areas, increasing identity and recognition;
3. A sharper focus for broad public involvement in planning and decisionmaking;

4. Funding support specifically targeted to the needs and demands of the area;
5. Protection and management of identifiable and discrete ecosystems;
6. The ability to provide special to special values while providing for other uses at the same time.

How extensively can, or should, the National Conservation Area concept be applied? What are the weaknesses inherent in the concept? What problems does it pose for effective management of the public lands?

We cannot avoid the fact that a broadly-based constituency has not coalesced around the principle of multiple use of the public lands. Without recognized boundaries and identity; without a long history of management precedents similar, for example, to the Forest Service; and without the strength of a strong and broadly-based constituency, can the Federal government achieve effective management of the public lands? The so-called "Sagebrush Rebellion" is in part a media event and in part a signal that the competing interests are simply unwilling to accept the compromises inherent in the principles of multiple use and sustained yield the Congress established for public land management.

Is a system of National Conservation Areas one answer? Let me examine a few hypotheses. The first is that any system of public land management ought to operate within broad national policies--multiple use, sustained yield, and protection of basic soil, water and vegetative resources. The second is that--as the President suggested in his Environmental Message--management decisions ought to reflect local concerns as well national interests. Accepting each of these hypotheses leads us to a

judgment on the relative merits of national and local interests, to compromise, and, where compromise appears unlikely, to conflict. One route the Bureau is pursuing to resolve such conflicts--or prevent them from arising in the first place--is to ensure that the plans on which management decisions are made are consistent with approved and adopted plans of state and local governments and even, to the extent practicable, with their policies and programs.

But what if--as is frequently the case in the West--state and local governments have not, or will not, produce viable land use plans and are unable to develop and sustain supporting constituencies and political coalitions?

Hypothetically at least, we might separate those public lands of obvious national value from those in which local concerns should predominate, an action that would support our first two hypotheses, national interest and local sensitivity. We could further refine this separation by reserving the subsurface mineral estate as obviously of national interest and dividing the surface lands according to their national or local significance. I have no idea whether it is possible to draw boundaries around areas that might be considered nationally significant, nor am I sure that such a distinction is even equitable, but assuming for a moment that it is, then certainly the National Conservation Area concept, with its flexibility to consider both dominant themes and multiple use, might be an appropriate vehicle. The ensuing Congressional debate would focus upon the issue of national, or perhaps even regional, significance

while the balance would be administered by the Federal government--or possibly state government--in a manner which maximizes local considerations while still providing basic protection of the resource base.

It is argued that the NCA has the effect of high-grading the areas deemed somehow more special than others, thereby low-grading the balance, making them that much harder to manage and defend for appropriations. But, if the NCA's are established because of intrinsic national value, then the balance by definition do not have national value and should, perhaps, be managed for (and conceivably by) the populations, state or local, to whom they are significant.

Conclusion

I have offered these comments, in part, to dramatize the acute difficulty of managing lands of great value, poor identity and low visibility, lands on which conflict is the norm and political coalitions are difficult to sustain. While I think the NCA concept is a valuable management tool, I am skeptical about its widespread applicability. Certainly a central question to be addressed with respect to the NCA is whether widespread adoption of the concept would best serve the needs of the West. It is, after all, a process conducted largely by the Congress, which, given the distribution of Congressional power, may or may not prove responsive to western concerns--as illustrated by the national environmental movement of the last decade and the relatively intense interest of the rural West in economic development.

In the final analysis, the future of the NCA as a management and conflict resolution tool--or any other management system for that matter--depends upon the equities involved: who wins and who loses. Consider for a moment what is at stake:

- 80 percent of the Nation's known oil and gas
- 60 percent of the coal in the West
- 95 million acres of potential geothermal lands
- 80 percent of the Nation's oil shale
- 35 percent of the uranium reserves
- significant quantities of strategic minerals: beryllium, molybdenite, antimony, and so forth
- a forage resource sustaining 28 percent of the Nation's sheep and 4 percent of the beef cattle
- 1.2 billion board feet of commercial timber annually
- 200 million recreational visitor days to some of the Nation's most spectacular open spaces and unique natural areas
- the largest cultural resource storehouse in the Nation
- the largest and most varied wildlife resource managed by any Federal or state agency.

I do not have the answers to the questions I have raised. They are worthy of the best attention we can give them.

BLM Library
Denver Federal Center
Bldg. 85, OC-821
P.O. Box 25047
Denver, CO 80225

BLM Library
Denver Federal Center
Bldg. 85, OC-521
P.O. Box 25047
Denver, CO 80225

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Denver Federal Center
Bldg. 85, OC-521
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Denver, CO 80225**